

**METROPOLITAN PLANNING COMMISSION
STAFF REPORT- MARCH 16, 2016**

Agenda Item No: 13

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CASE NO. C-6-16:	ZONING REQUEST & PRELIMINARY SITE PLAN	District: G/Bowman
Applicant:	AILLET, FENNER, JOLLY & MCCLELLAND, INC.	District: 12/Epperson
Owner:	Franks Investment Company, LLC.	
Location:	6855 Monique Rene Ave. (North side of Greenwood Rd., 2,087 West of Bert Kouns Industrial Loop Expressway)	
Existing Zoning:	R-A & R-A (SPI-2)	
Request:	R-A & R-A (SPI-2) to I-1 (PUD) with Preliminary Site Plan Approval	
Proposed Use:	Industrial Park with Distribution, Warehouse & Manufacturing Facilities	

DESCRIPTION:

The applicant is requesting a rezoning of a vacant, 313.17 acre site, located off of Greenwood Rd., from R-A & RA (SPI-2) to I-1 (PUD), along with consideration of a preliminary site plan. The applicant intends to develop the site for use by one or more prospective tenants/buyers for use as a distribution center, warehouse, and/or light manufacturing facility. The applicant plans to use the site, and its accompanying amenities, to attract a large-scale employer to the area and has estimated the job creation to be between 1,600 to 4,000 professional, technical and service-oriented positions. The site has been certified by Louisiana Economic Development (LED) as a development-ready industrial site for potential buyers. As part of the PUD zoning request, the applicant has asked to be allowed a selection of specific I-2 heavy-industrial manufacturing uses in return for providing certain amenities.

Pursuit of a PUD designation allows an applicant to request ordinance relief across a variety of areas and within one application, including: permitted uses from other zoning districts, specific use approvals, variances, etc. In exchange, the applicant agrees to provide substantive amenities that benefit the surrounding area or the tenant/property owner exclusively, align with the goals of the Master Plan or otherwise provide some added benefit. This tool provides the highest level of flexibility for projects that have a complex coupling of uses and potential impacts and offers the premier opportunity to claim benefits for the site and the surrounding area. Further, it allows the applicant a pathway to make minor revisions or to customize a project expeditiously through the MPC administrative site plan process after receiving official preliminary site plan approval from the MPC Board and City Council.

In this case, the applicant has requested a host of uses from another zoning district (I-2). In exchange for the PUD designation, the applicant has offered a number of amenities, which will be outlined in detail later in this report.

While the entire site is zoned R-A Residence/Agriculture District, the southern-most portion of the property (31.49 acres) is located within an Industrial Overlay District (SPI-2) and is surrounded by a diverse mix of residential, commercial and industrial uses. The overlay district, which was primarily established to prevent businesses that serve alcohol from locating near industrial uses as means to ensure employee safety, defers to the base zoning (R-A) regarding allowed uses. Immediately adjacent to this site are a combination of single-family residential (R-1D), residential agricultural (R-A), and light industrial (I-1) uses. There are also a number of intense commercial uses (B-3) along both sides of I-20.

In 1990, the rear portion of this site was rezoned from R-A to I-2 and received site plan approval for an identical proposed use (industrial manufacturing, warehouse & distribution) (C-55-90). In 2011, the entire lot was rezoned to R-A-E, instead of the requested I-1, for a proposed warehouse and distribution center only (C-76-11). At the time, there was no intent to include retail/wholesale sales or manufacturing at the site. Both approvals included stipulations that voided the rezoning in the event that the property remained undeveloped 2 years after the approval date. As the property was never developed, the zoning officially reverted back to R-A & R-A (SPI-2) in 2013.

PRELIMINARY SITE PLAN CONSIDERATIONS:

The submitted preliminary site plan shows a two phase development across the 313.17 acre site, which is comprised of two unplatted tracts of land, and will include two distribution/warehousing/manufacturing facilities. The proposed development includes a total of 2,456,320 sq. ft. of gross floor area. The first phase of construction will include a 1,440,580 sq. ft. facility, approximately 4,898 parking spaces, and a detention pond of an undetermined size on the front 193.15 acres of the property. The second phase of construction will include a 1,015,740 sq. ft. facility, approximately 2,742 parking spaces, and two large detention ponds (1.5 acres and 1.7 acres, respectively) on the rear 120 acre portion of the site.

The applicant anticipates the expansion of Bert Kouns Industrial Loop by Caddo Parish, which will extend along the eastern boundary of the site north to Jefferson Paige road. The applicant also anticipates the widening of Greenwood Rd. and the addition of a right-turn lane where Greenwood Rd. meets Bert Kouns Industrial Loop. The preliminary site plan shows two proposed roadways on the east and west ends of the applicant's site which will connect the property to Greenwood Road. At the time of the applicant's last zoning request in 2011, LADOTD determined that the development would create significant traffic conflicts. With regard to the present application, LADOTD has indicated that they will require a Traffic Impact Assessment (TIA) and a current site plan to consider whether the project will create any traffic conflicts. For the purposes of this request, the requirement for the TIA will be triggered when an end user is found and a final site plan is submitted for MPC staff review.

As previously noted, the applicant intends to create over 7,600 parking spaces. Per sec. 106-1338(7), warehousing and industrial uses in excess of 10,000 sq. ft. require three parking spaces per employee. When the range of jobs anticipated at the site are considered (1,600-4,000), the resulting parking requirement ranges between 533 and 1,333 parking spaces. By comparison, the site is excessively over-parked given the proposed uses and represents a significant and unnecessary amount of impervious surfacing. Staff did a comparison study (refer to PUD Application Assessment) in which this site was compared to similar sites with similar end users (i.e. Amazon) and found that the end-user selected sites with significantly less parking. From this analysis, staff concluded that: (1) much of this parking would be under-utilized, (2) excessive, unusable parking is not likely to be seen as an attractive quality, (3) may be considered an inefficient use of space, and (4) significantly increases the impervious paving at the site, which requires additional storm water management controls. Staff advised the applicant of the above conclusions in a written report, along with recommendations for revision, including the addition of another building to better maximize space at the site. However, the applicant elected to keep the original design. Per the preliminary site plan, the applicant has proposed three detention ponds at the site as a means to mitigate the impact of the increased storm-water run-off at the site.

It should also be noted that the proposed UDC, which reflects a standard that is comparable to modern ordinances in other cities, would still require less parking than what is reflected in the current site plan. At 1 space per 500 sq. ft. for industrial uses, the required parking would be 4,912 spaces and at 1 space per 10,000 sq. ft. of warehousing space, the requirement would be 246 spaces. Both estimates fall far short of the 7,600 spaces proposed by the applicant.

Staff has provided the applicant the opportunity to provide a plan indicating the general landscape design for the interior parking areas. Landscaping will be to the ordinance standard, at a minimum, and will be provided in greater detail in the final site plan stages of the proposed development. The applicant has also stated that he intends to exceed the landscaping requirement.

It should also be noted that, in light of the significant job creation expected, staff also advised the applicant to consider a partnership or agreement with SportTran to provide bus service to the site. This was suggested under the premise that connecting the site to additional workforce transportation options may be an attractive amenity to potential end-users and a benefit to the surrounding community.

The applicant proposes to add a new 16" water line at the site. Per the City of Shreveport Department of Water and Sewerage, the applicant will have to decide what areas the associated lift station will service. If it will serve the development exclusively, it will have to be a private facility. However, if the applicant intends to donate the lift station to the City of Shreveport, it will be required to serve the surrounding area/region.

Per the elevation drawings, each building meets the I-1 height requirement, per sec. 106-822 and reflects a contemporary industrial/warehouse architectural style. It should be noted that the final site plan will still need to conform to these requirements when an end-user is determined and will likely result in the submittal of a revised set of elevation drawings based on the end-user's design preferences.

Finally, it should be noted that the property sits on two separate tracts of land which have never been platted. A plat would need to be addressed prior to development and any approval would be contingent upon its completion.

PUD REQUESTED USES AND ORDINANCE RELIEF:

- All light industrial uses allowed by right in I-1 districts; and
- Selected heavy industrial uses normally allowed in I-2 districts, including: aircraft and aircraft parts, automotive and truck body, telecommunications part and systems, computer and robotic parts and systems, electronic equipment and parts, paints, pigments, enamels, japans, lacquers, putty, varnishes, whiting and wood filler, plastics, sugars, starch, syrup and tool manufacture;

PROPOSED SITE AMENITIES:

In exchange for the flexibility to obtain both light industrial uses (I-1) and a selected amount of heavy industrial uses (I-2), the applicant has offered the following site amenities, in excess of the ordinance standard:

- Two dense wooded buffers located throughout the site to shield surrounding properties from activities at the site, including: (1) A 150' wide forested buffer separating the proposed development from the residentially-zoned property along its western and northern boundaries shall be maintained and preserved; and (2) A wooded buffer of an undetermined size at the southern end (front) of the property to separate it from the existing B-3 and I-1 uses along Greenwood Rd. shall likewise be maintained and preserved;
- Tree preservation at the site which will leave a substantial wooded area along the south eastern boundary and serves to separate the property from the existing I-1 use adjacent to the site;
- Use of building materials with high solar reflexive indices to minimize heat island effect;
- Additional landscaping will be provided at the site of the detention ponds; and
- Signage at the site will be limited to monument and architectural signage styles

It should be noted that the dense forested buffer surrounding the property was negotiated to protect the neighboring residential uses from any potentially negative impacts that may be caused by the site (i.e. sights, sounds, odors, etc.). If approved, this buffer would be a permanent protection for the neighborhood regardless of the end-user at the site.

It should also be noted that the applicant has expressed a desire to provide several items at a level exceeding the ordinance requirement, albeit without the requisite detail. These items include: (1) landscaping at the street frontage and interior parking lot, (2) a preference given to native trees, shrubs and ground cover, and (3) the potential provision of wet ponds depending on

the preference of the end-user. However, without a firm commitment and clear detail on the provided plan, staff was unable to note these intended benefits as actual amenities.

The applicant has been informed, that per ordinance, the building square footages and parking ratios at the site can be decreased or re-a-ranged based on the end-users' proposed revisions, but can only be increased 10% as part the MPC administrative site plan approval stage of the development. Likewise, if approved, the I-1 (PUD) designation will remain with the land, but if the property is undeveloped after two years, the preliminary site plan will no longer be valid. If approved, staff fully expects to work in coordination with the multiple end-users to execute the promised amenities, as well as those expressed as desirable by the applicant.

STAFF RECOMMENDATION:

Staff recommends approval of this application, subject to the compliance with the following stipulations:

- Development of the subject property shall be in substantial accord with the approved preliminary site plan;
- Approval of the requested uses along with the proposed site amenities as documented in this report;
- Provide a revised preliminary site plan designating the size of the detention pond and the width of the wooded buffer located at the southern end of the property (Phase 1);
- Provide a Traffic Impact Assessment (TIA) as required by LADOTD and official documentation of the approved Bert Kouns Industrial Loop extension and the improvements to Geenwood Rd.as a part of any future final site plan submittals for this property;
- Coordination with SporTran to consider establishing a bus transit stop for this site in order to adequately address the workforce transportation needs for the potential 4,000 employees that may be located at this proposed industrial park;
- All future final site plan submittals shall be coordinated with the end-users with the understanding that the applicant's expressed desire to exceed the required landscaping and other design standards shall be reflected in greater detail at that stage of development review.
- Coordination with the City of Shreveport Department of Water and Sewerage in determining the service area of the required lift station.

The information stated herein is the result of discussion by a staff review team. The Board members will use all information made available to them in making their decision. A Planning Commission approval is a use approval only. The applicant is still responsible for complying with all other applicable Zoning Ordinance requirements and obtaining all necessary permits and approvals from other departments or agencies. This shall include, but not be limited to the requirements of the Zoning Administrator, building permits, liquor licenses, the parish health unit, and Certificates of Occupancy.

C-6-16



SCALE: 1" = 800'

R-A

OUTSIDE CITY LIMITS

INSIDE CITY LIMITS

300' NOTIFICATION
AREA

R-A & R-A(SPI-2) to
I-1 (PUD) & PRELIMINARY
SITE PLAN APPROVAL

R-1D

R-A

INSIDE CITY LIMITS

R-A

OUTSIDE CITY LIMITS

FAWN

DEER CREEK

R-1D

OUTSIDE CITY LIMITS

R-1D

I-1

R-A

B-3

B-1

B-3

R-A

I-2

R-1D(SPI-2)

**R-A
(SPI-2)**

**I-1
(SPI-2)**

I-1(SPI-2)

B-3(SPI-2)

I-1(SPI-2)

GREENWOOD

INTERSTATE 20

LEWIS

R-A(SPI-2)

B-3(SPI-2)

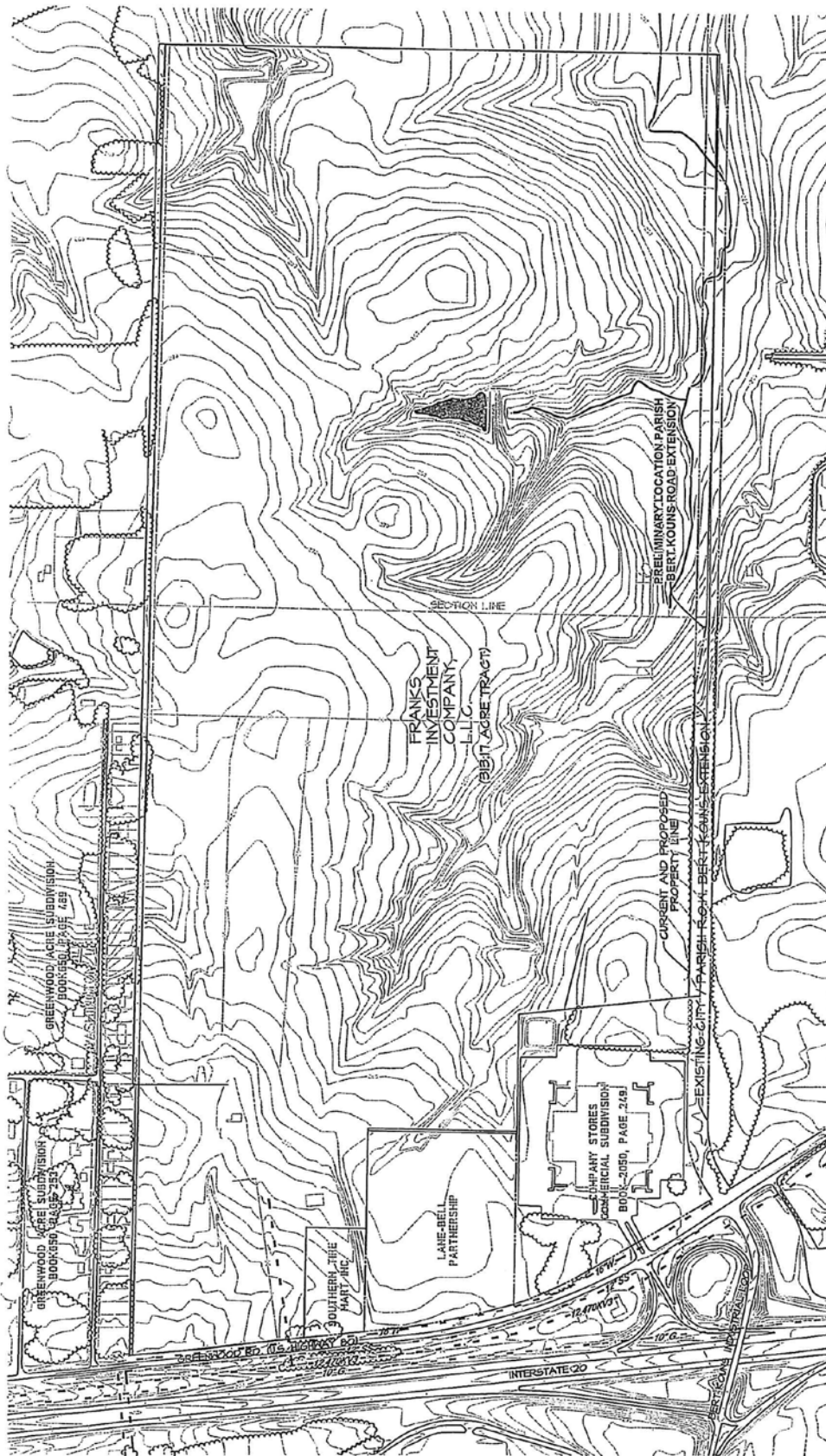
R-A(SPI-2)

I-1(SPI-2)

WESTPORT

INTERSTATE 20

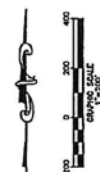
MCMICHAEL



PRELIMINARY		EXISTING CONDITIONS	
NOT TO BE USED FOR CONSTRUCTION	DATE: 10/1/10	FRANKS INVESTMENT COMPANY L.L.C.	DATE: 10/1/10
RECONSTRUCTION OF EXISTING ROAD	DATE: 10/1/10	SHIREVEPORT, LOUISIANA	DATE: 10/1/10
ON THE BASIS OF THE INFORMATION PROVIDED	DATE: 10/1/10	300 ACRE TRACT	DATE: 10/1/10
THE INFORMATION IS FOR YOUR INFORMATION ONLY	DATE: 10/1/10	GREENWOOD ROAD	DATE: 10/1/10
IT IS NOT TO BE USED FOR ANY OTHER PURPOSE	DATE: 10/1/10	SHIREVEPORT, LOUISIANA	DATE: 10/1/10
WITHOUT THE WRITTEN CONSENT OF THE ENGINEER	DATE: 10/1/10	PHONE: 331.888.1351	DATE: 10/1/10
DATE: 10/1/10	DATE: 10/1/10	PROJECT NO. 10/1/10	DATE: 10/1/10
DATE: 10/1/10	DATE: 10/1/10	PROJECT NO. 10/1/10	DATE: 10/1/10



FLOOD PLAIN: AREA IS LOCATED ABOVE THE 100 YEAR FLOOD ZONE

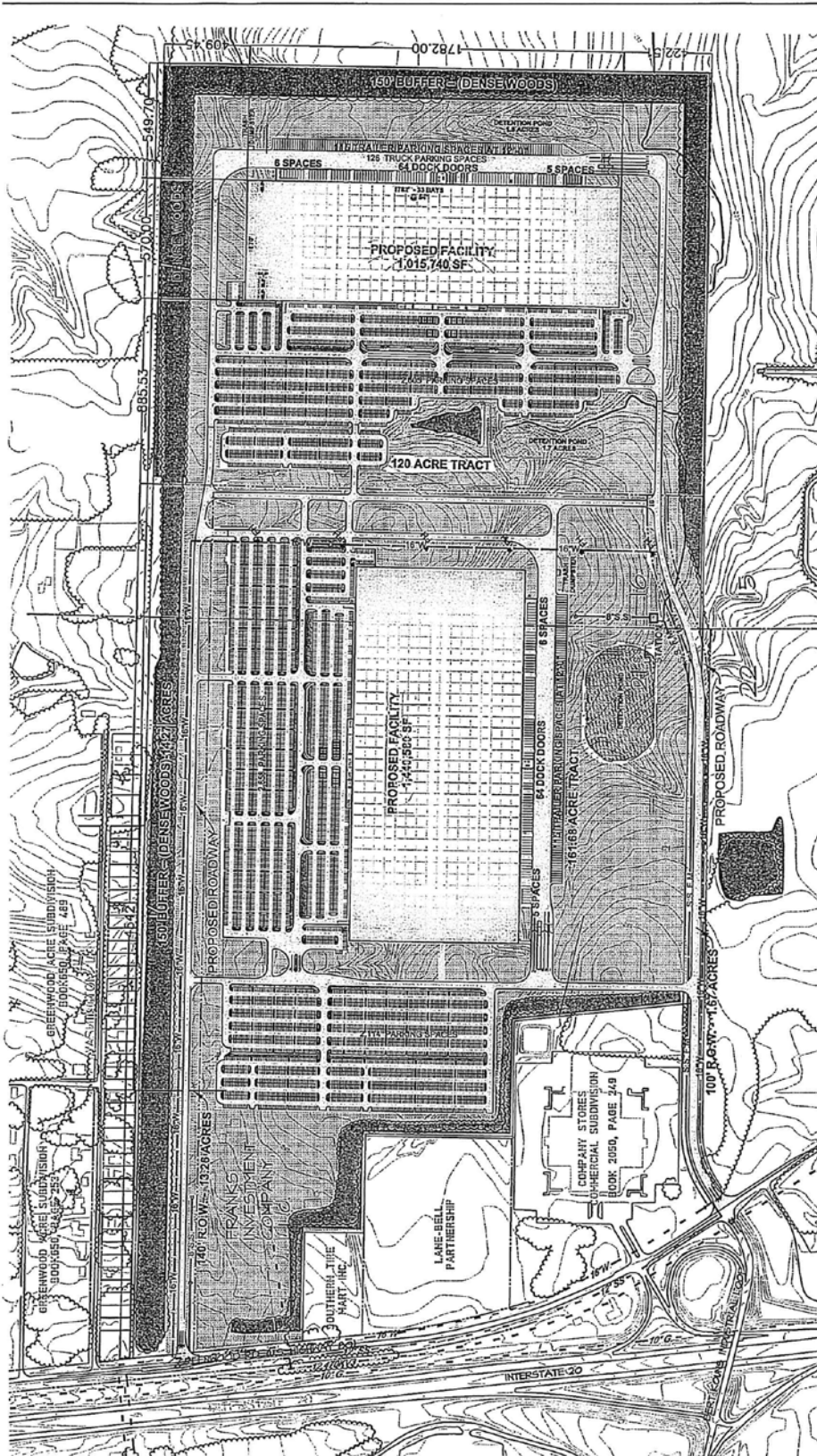


LEGEND	
WATER LINE	EXISTING
SEWER LINE	EXISTING
ELECTRIC LINE	EXISTING
LINE	EXISTING

IF WATER FLOODS THIS TRACT IT IS A REDUCED RISK. SOIL REDUCED ACCORDANCE.

SHEET 1

C-6-16



LEGEND

WATER LINE	NEW
SEWER LINE	EXISTING
ELECTRIC LINE	12" S.S.
GAS LINE	12" G.



KB
kevin bryan architect
ARCHITECTS, PLANNERS, ENGINEERS
1000 PINE BLVD., SUITE 200
SHREVEPORT, LA 70564
504.636.1234
www.kbarchitect.com

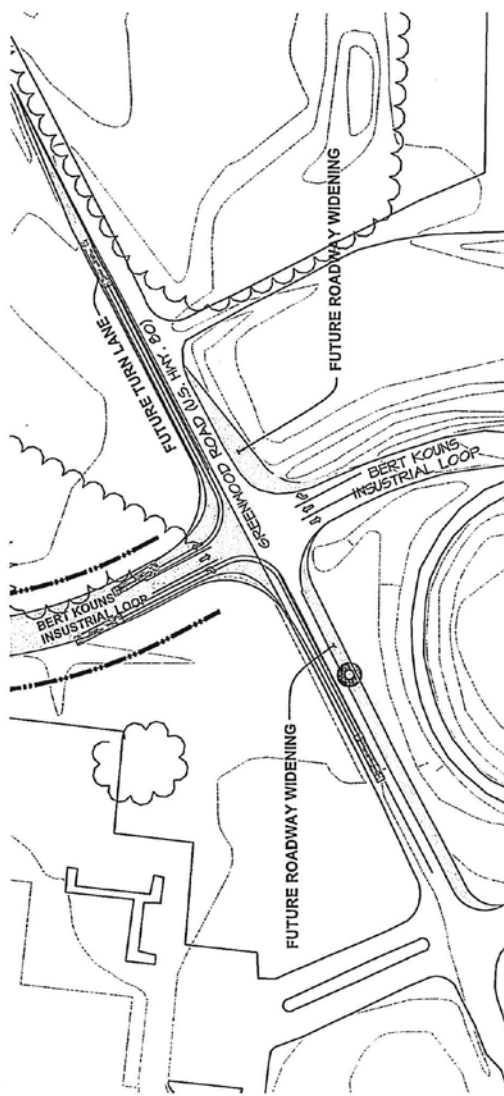
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1000 PINE BLVD., SUITE 200
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PRELIMINARY
AFTER ASSESSMENT
CONSTRUCTION
RECONSTRUCTION
OR AT THE BIDDING
STAGE OF THE
PROJECT

SITE PLAN
FRANKS INVESTMENT COMPANY, L.L.C.
SHREVEPORT, LOUISIANA
GREENWOOD ROAD
120 ACRE TRACT
161 ACRE TRACT
1000 PINE BLVD., SUITE 200
SHREVEPORT, LA 70564
504.636.1234
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SHEET 2

C-6-16



ARIEL
FINNELL
JOLEY &
MCCLELLAND



kevin bryan architect

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AUTOTURN

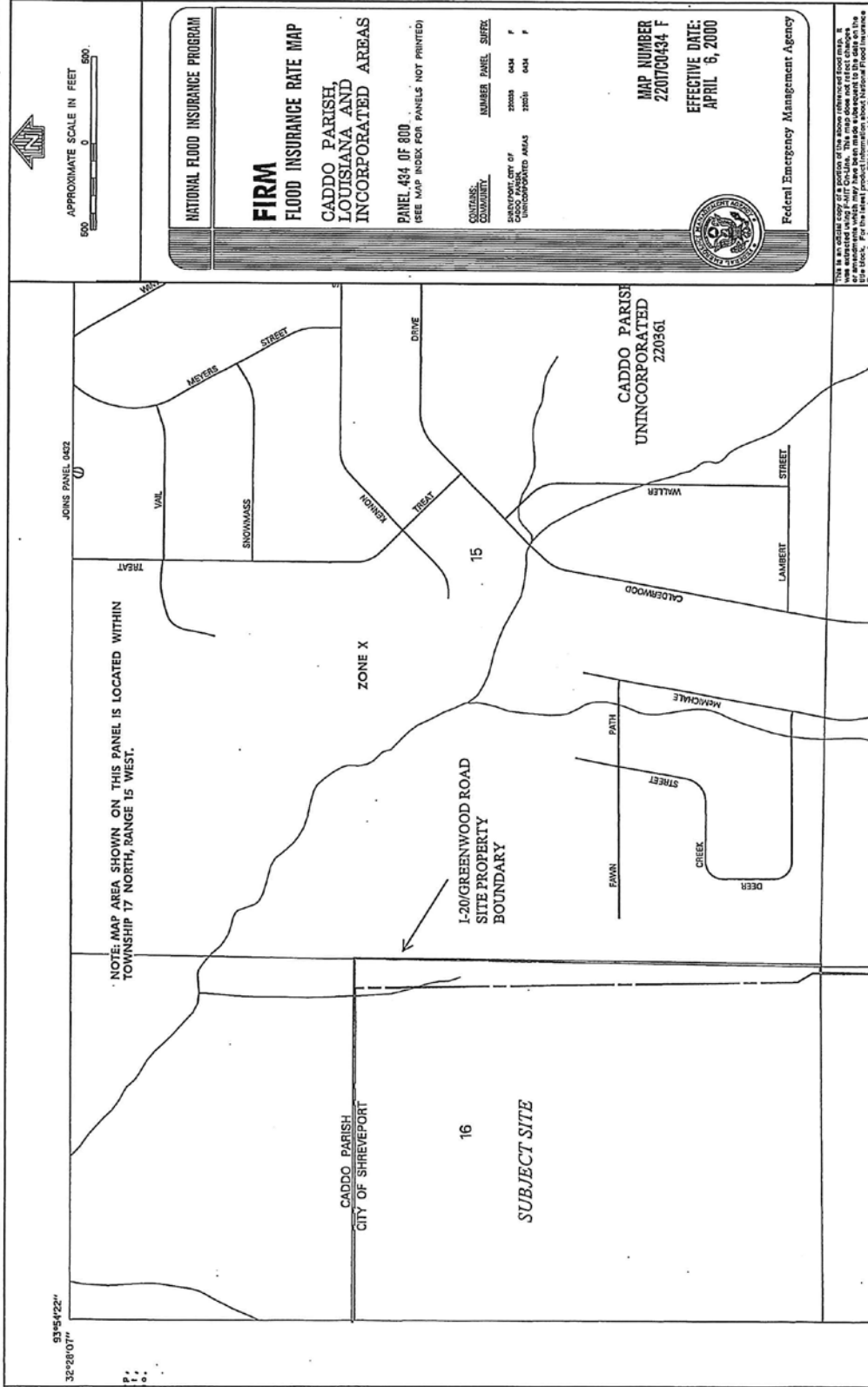
ENLARGED INTERSECTION PLANS
FRANKS INVESTMENT COMPANY L.L.C.
SHREVEPORT, LOUISIANA

PRELIMINARY NOT TO BE USED FOR CONSTRUCTION, BIDDING, RECORDS, OR CONTRACT SIZES OR AS THE BASIS FOR THE ISSUANCE OF A PERMIT	ALLEN, FRANK, JULIA & WILLIAM, INC. <i>Graveling Engineers</i> 3000 UNIVERSITY DRIVE, SUITE 100 FARMINGTON, CT 06030 TEL. (203) 641-1000	21300 21300	TOWN OF DALLAM DO NOT INSURE NECESSARY COMPONENTS FOR CONSTRUCTION SAFETY.
	BEHAR & LUCIANO 10000 4th	21300 21300	TOWN OF DALLAM DO NOT INSURE NECESSARY COMPONENTS FOR CONSTRUCTION SAFETY.

Sweet &

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EXHIBIT 13B - FEMA FLOOD MAP NORTHEAST THREE QUARTERS



C-6-16







